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AUTHOR Knox, Alan B.; And Others

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ABSTRACT

Prepared at the request of the executive committee of the Commission of the Professors of Adult Education, the monograph explores problems and solutions that American and Canadian professors of adult education report in initiating and revising graduate programs. Survey questionnaires (approximately two-thirds return rate) were sent to one professor at each institutional graduate program included on the 1972-73 membership listing in the Commission of the Professors of Adult Education. The questionnaire consisted of three parts: program characteristics, four items on each of 22 issues related to program initiation/revision, and comments on starting a new program. An age-of-program categorization was used throughout the data analysis to identify developmental trends. Twenty to 70 percent of the programs reported problems related to 10 widespread issues: the number of professors in the program, their mix of competencies, their departmental location, the specialized adult education courses, the process for approval and modification of courses, ways to relate out-of-department courses to adult education, combined department arrangements, the attraction of able graduate students, the function of faculty research, and the chairman's role in obtaining support for the adult education graduate program. Each of these issues is described in one of the monograph's 10 sub-sections. (EA)

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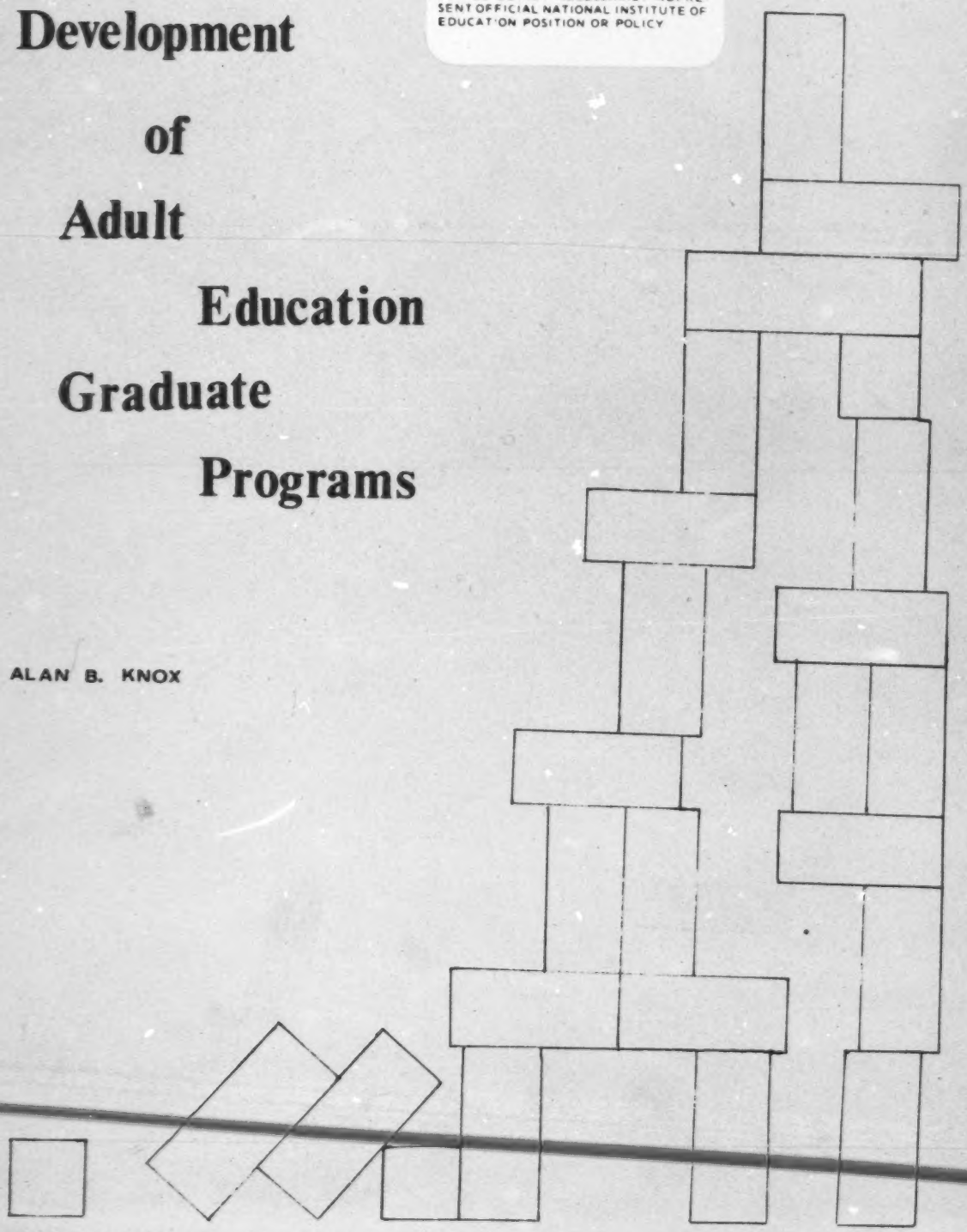
Development of Adult Education Graduate Programs

ALAN B. KNOX



Adult Education Association of the USA

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DEVELOPMENT OF ADULT EDUCATION GRADUATE PROGRAMS

Prepared by

Alan B. Knox, University of Illinois

with the assistance of the members of the
Committee on Program Initiation and Revision

Morton Gordon, University of Michigan
Virginia Griffin, Ontario Institute for
Studies in Education
Cyril O. Houle, University of Chicago
Russell J. Kleis, Michigan State University
John M. Peters, University of Tennessee

1973

Commission of the Professors of Adult Education

ADULT EDUCATION ASSOCIATION OF THE U.S.A.
810 Eighteenth Street, N. W.
Washington, D.C. 20006

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INTRODUCTION

This monograph was prepared at the request of the executive committee of the Commission of the Professors of Adult Education. At their Chicago meeting on April 6, 1972, the members of the executive committee discussed the need for a monograph that would outline a rationale for starting and revising adult education graduate programs.

A major impetus for this monograph was the rapid expansion in the number of adult education graduate programs in recent years. A Commission committee identified major issues and surveyed a Commission member from each graduate program represented in the Commission regarding the problems they had confronted in relation to these issues and the solutions they had found helpful.

Purpose

The purpose of this monograph is to explore some of the issues* that confront professors of adult and continuing education as they start new graduate programs or make major changes in existing ones. The monograph was prepared as a way of sharing with those who have come recently to this professorial role, the experience and insights of those who have been struggling a bit longer with some of the issues.

In the preparation of this monograph, it was assumed that an

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*The term issues is used to refer to the general problem areas for which the respondents identified specific problems that they had confronted.

organizational unit, such as a graduate department of adult education, changes over the years--that there are some issues that are important during the first few years during which it is set up and begins operating, and that the currently important issues tend to change over the years. Some of these changing issues are reflected in major revisions in a graduate program that occur periodically, and sometimes in the termination of the program. It would be anticipated that adult education graduate programs experience many of the developmental crises that affect other organizations.

The process of organizational change and adaptation is subtle and difficult to analyze. In the preparation of this monograph, the intent was to conduct a preliminary exploration of this process as it occurs in the initiation and revision of adult education graduate programs. If the results seem useful and promising, then a more extensive study could be undertaken.

The decision was made to begin with some of the specific problems that professors of adult education had recently confronted in relation to a variety of organizational issues. It was assumed that professors are able to describe the problems that they have confronted and the most helpful solutions that they have encountered. It was recognized that a report by only one professor associated with each graduate program might not reflect the viewpoints of his colleagues, but for this exploratory study, moderate confidence in the reliability of the descriptions seemed to be a reasonable price to pay for the lesser burden on respondents.

It was also recognized that there would be substantial variability

not only in the number of actual problems from program to program, but also in the extent to which various professors would perceive daily activities as problems. It is likely that some professors are blithely unaware of major problems that affect their program, while other professors cope so well with organizational problems that they remain few and minor. When some professors report problems related to almost all issues and some professors report problems related to very few, it is unclear how much this reflects the existence of recent problems and how much this reflects the professor's perception of them.

The purpose of the monograph, therefore, is not to report normative data on organizational problems or to recommend prescriptions for their solution. It is instead to explore some of the problems that professors of adult education report from their experience in the initiation and revision of graduate programs, and to describe solutions which they regard as helpful. The monograph will have served its purpose if it helps to sensitize professors to some of the issues that they confront so that they can better analyze the problems in their own situation and more effectively resolve them.

Procedures

Four procedures were used for the collection and analysis of data that contributed to the preparation of this monograph. These procedures were the discussion with a few professors of adult education about issues related to new graduate programs that should be included in a survey questionnaire, the collection of survey data with the questionnaire, the analysis of the questionnaire data, and the interpretation and

elaboration of the findings through discussion of their implications with a larger sample of professors of adult education.

The rationale for the preparation of this monograph emerged from concerns expressed by some professors of adult education about the issues that confront themselves and their colleagues as they start or revise graduate programs. The belief was expressed that some method, such as the preparation of this monograph, should be used to help share ideas and experience with other colleagues. Several members of the Commission of the Professors of Adult Education agreed to serve on a committee to help assemble some helpful ideas. Extended conversations were held with some committee members to obtain their views of the process of starting and modifying graduate programs. These conversations served to explore some ways of thinking about the process of institutional change that is involved, and to identify some of the issues that are confronted along with the typical problems that are associated with them and the solutions that seem to work. As a result of these conversations, a draft questionnaire was prepared and sent to all committee members, and to some other professors, for their reactions and suggestions. The reactions were used in the preparation of the final version of the questionnaire. The questionnaire was organized in three parts. The first part consisted of seven items on characteristics of the graduate program such as years of operation, number of graduates over the years, and current numbers of faculty members and students associated with the program. The second part contained four items on each of 22 issues related to the initiation and revision of graduate programs with a major in adult and continuing education. Each issue dealt with an aspect of a graduate program such as size, support,

course approvals, and working relationships with other specializations in the college. Space was provided for the respondent to identify an additional issue not specified in the questionnaire. For each issue in relation to which the respondent had recently confronted a major specific problem, there were four items on descriptions of problems related to the issue, on descriptions of helpful solutions to those problems, on the relative importance of the issue, and on the association between the issue and either starting a new activity or revising an existing one. The third part of the questionnaire was an open-ended item that requested additional comments on starting a new graduate program.

A copy of the questionnaire was sent during the summer of 1972 to one professor at each institutional graduate program that was included on the 1972-73 listing of membership in the Commission of the Professors of Adult Education, which included almost all of these graduate programs in the United States and in Canada. Completed questionnaires were returned for almost two-thirds of the graduate programs. As a way of estimating the representativeness of the returns, the set of programs for which questionnaires were returned was compared with the remainder regarding information that was available for all programs. One source of data was the ACE book on American Colleges and Universities. The programs for which questionnaires were returned were fairly representative regionally, with slight over-representation from the Northeast, slight under-representation from the Southeast, and a greater under-representation from the far West. The distributions of the number of years during which the program had been in operation were very similar for both sets of programs. The universities for which questionnaires were returned were

slightly larger than for the non-respondents, as reflected in both total institutional enrollments and annual numbers of degrees awarded at the baccalaureate and doctoral levels. Regarding the academic ability of entering freshmen, the average SAT scores were slightly higher for the universities for which questionnaires were returned but there was no difference in the percentage of the freshmen who had been in the top quarter of their high school graduating class. There was no significant difference between the respondents and the non-respondents in the age of the institution, in the proportion that were privately endowed, in the number of volumes in the library, or in the population of the community in which they were located. In general, the characteristics of the graduate programs and institutions from which completed questionnaires were received were very similar to those for which there was no response.

The data analysis process included both quantitative and qualitative data. Each of the returned questionnaires was read in its entirety to obtain a sense of the program, the pattern of issues for which problems had recently arisen, the types of problems and solutions that had occurred, and the suggestions that were provided for professors starting new graduate programs. Information about the programs for which completed questionnaires were returned was compared with similar information for the remaining programs, as a basis for deciding on the extent of representativeness of the returns.

The returned questionnaires were trichotomized by the number of years that the degree program had been in operation, with approximately equal numbers of programs in each category. For each of the quantitative items on program characteristics in the first part of the questionnaire,

means were computed from the frequency distributions for the total set of returns and for each of the three sub-sets based on the age of the program. This age-of-program categorization was used throughout the data analysis in an effort to identify developmental trends. For each of the issues included in part two of the questionnaire, tabulations were prepared for the quantitative items on the number of programs that had recently confronted the issue, the relative importance that they assigned to it, and the association with either starting or revising a graduate program. The comments regarding problems and solutions related to each of the issues were then read and similar responses were noted. A report based on the quantitative, and especially the qualitative data was then prepared, which was discussed with some professors of adult education.

Trends

This section of the monograph reports the findings from a comparison of these three age categories of graduate programs. Of course, differences between the three categories may reflect factors other than developmental trends, such as sampling bias and social change. From the comparisons between the institutions for which questionnaires were returned and the remainder, it appeared that there would be only minor influence due to differential representativeness of responses for the three program age categories. Social change is more difficult to account for and is a more likely source of differences among the three program age categories. For example, the influences on the starting of adult education graduate programs two or three decades ago would be expected

to differ somewhat from the influences two or three years ago. These different influences would be expected to be reflected in such factors as current program size, sources of financial support, and extent of institutional commitment that could account for program age differences along with the passage of years.

The professor who tries to start or revise a graduate program with a major in adult and continuing education, tries to influence the process of institutional change. The college to which the graduate program is related tends to function in a fairly stable fashion until changes occur. Most of these changes take place when there are major increases or decreases in professors, students, funds, courses, and programs. The types of changes that take place during the few years when a new graduate program is being started would be expected to differ from the changes that take place some years later when the program is being revised. It is also likely that the process of revision or change that occurs five or ten years after a program is started will differ from the process of change that occurs for a program that has been operating for several decades.

A more desirable way to understand this developmental process of institutional change would be to conduct a longitudinal study of some graduate programs. Such a study might identify the major problems and opportunities as they occur, the solutions that emerge, and influences of people and events on the process. An approximation of such findings might be obtained from an historical study that would try to reconstruct the flow of events from available records and other sources. Given the purpose of this monograph, and the limitations of time, resources, and

documentation, neither of these approaches seemed feasible. However, some greater appreciation of developmental trends in the starting and revising of graduate programs did seem desirable. Therefore, data were compared for three categories of graduate programs based on the number of years they had been in operation.

The three program age categories were labeled new, middle, and old for convenient reference. The new programs had been in operation for less than six years, with an average of three years. The middle programs were started between six and fourteen years earlier, with an average of ten years. The old programs had been in operation for more than fourteen years, with an average of twenty-nine. The oldest program had been in operation for forty-two years. These three categories of programs were compared regarding descriptive characteristics related to program size and impact.

Understandably, the older programs had produced more graduates, especially at the doctoral level. The new programs had produced an average of twenty-three masters degree graduates, compared with sixty for the middle programs, and sixty-six for the old programs. At the doctoral level the new programs had produced an average of three graduates, compared with twenty-one for the middle programs and forty-seven for the old programs.

There were five indices of current program size. The two largest programs, one in the Northeastern United States and one in Western Canada, were both in the middle category, which resulted in the highest averages in that category. The average number of full time equivalent faculty members was 2.3 for the new programs compared with

3.1 for the middle programs and 2.2 for the old programs. The similar index of the average number of faculty members who devoted a majority of their time to the adult and continuing education graduate program was 1.7 for the new programs, 2.3 for the middle programs, and 2 for the ones in the old category. The size of the faculty was little related to the age of the program.

The remaining three indices were of students served. For the new programs there was an average of forty majors in progress, compared with seventy-six for the middle category and fifty-two for the older programs. The average number of full time students was fourteen for the new programs, compared with seventeen for the middle programs and only twelve for the older programs. It was in the final index, the number of non-majors enrolled in courses on adult and continuing education that the few large programs in the middle category most influenced the averages. The average number of non-majors served was thirty-one for the new programs, compared with one hundred twelve for the middle programs and fifty-seven for the older programs.

In general, the size of the new programs differed substantially from the remainder mainly in the smaller number of doctoral graduates and in the smaller number of non-majors served.

WIDESPREAD ISSUES

The initial conversations with some professors of adult education indicated that most of the problems and concerns related to program initiation and revision tended to cluster around twenty-two

issues.* Questions related to these issues constituted the second and main section of the survey questionnaire.

Problems related to ten of the issues were reported for twenty to seventy per cent of the programs. Each of these widespread issues is described in one of the following ten sub-sections of the monograph. The topics of these issues that are of more widespread concern are: the number of professors in the program, their mix of competencies, their departmental location, the specialized adult education courses, the process for approval and modification of courses, ways to relate out-of-department courses to adult education, combined department arrangements, the attraction of able graduate students, the function of faculty research, and the role of the chairman in obtaining support for the adult education graduate program. The first three of these issues deal with the professors, the subsequent three issues deal with courses and the final four deal with functioning of the area of specialization in relation to other specializations, attraction of students, research, and finance.

Program Size

An adult education graduate program could be too small or too large. It could be too small to be economically viable and educationally effective. It could be too large to be justified regarding institutional purposes and resources. It seems easier to recognize the wrong size than the right size. There are several indices of program size, such as current number of adult education majors, total enrollments of majors and non-majors

*The term issues is used to refer to the general problem areas for which the respondents identified specific problems that they had confronted.

in courses taught by adult education faculty members, number of courses on adult education that were taught, annual number of graduates, and total number of full time and part time professors of adult education. Issue 1 was worded, "How large should your graduate program be, as reflected in the number of full-time and part-time faculty members?" This wording gets at the issue of program size without including the related issue of faculty-student ratio.

The issue of program size was ranked second only to specialized adult education course offerings, in the high proportion of programs for which problems were reported. Problems related to program size were reported for programs in all three program age categories, especially the long established programs in which almost all did so. Even for the programs in the middle category, in which the programs had been in operation for six through fourteen years, one-third reported problems related to program size. Two-thirds of the new programs did so. However, the kinds of problems that are reported seemed to be much the same regardless of how long the program had been in operation. The program size issue was rated as of great or average importance in most instances.

For most programs for which concern about this issue was reported, the problem that the professor of adult education confronted was the cross pressure between the demands from the field and the constraints from the college of education. The rapidly increasing visibility, size, and professionalization of adult and continuing education is creating an urgent societal need for adult education practitioners who are able to relate systematic knowledge to their professional

practice. This has led to the surge of enrollments in adult education graduate programs, as reflected in both the size of the programs and the number of them. Many programs have expanded enrollments in anticipation that the evidence of service by the program in response to a demonstrated need would be sufficient to obtain faculty resources from the institution. Stated in financial terms, tuition income could be used to pay faculty salaries. But, this recent expansion in the number of graduate students has occurred during a period in which many universities are experiencing a leveling off or even budget retrenchment, following several decades of rapid growth. In some institutions, recent requests for one or two additional professors of adult education occurred at a time when the college of education was absorbing a ten per cent budget cut and new appointments were frozen.

The cross pressure between field demands and college constraints has been manifested in various ways, such as very high graduate student advisee loads for each professor (e.g., 50 or 60), inability to offer needed courses regularly, reduction of professorial activities other than teaching, restrictions on development or operation of some degree offerings, and coertion to combine the adult education graduate program with other small programs. When other specializations in the college experience declines in enrollments, there may even be pressure to utilize underemployed tenured professors from other departments to teach courses on adult education.

The reported solutions tended to cluster around the major ways in which the problem has manifested itself. For the graduate program with only one professor of adult education, often a new program, the major

problem was how to make available to the student who majored in adult education a sufficient range of faculty competencies. There are few professors who can competently teach courses related to psychology, curriculum, and administration, supervise field work and conduct research. The typical solution has been to attract more graduate students so that increased enrollme. would justify additional faculty positions. One way to increase enrollments was to teach courses off-campus, sometimes for resident credit. Other solutions for programs with one regular full time professor of adult education were to arrange for students to take most of their courses in other departments, to restrict program size and scope, to arrange for some local practitioners to teach part time as adjunct faculty members, and to obtain outside grants to provide "soft money" to support additional faculty members on a temporary basis. For a new program, it may be helpful to obtain agreement within the college on the first two or three years as a "start up" or development period, during which the usual faculty-student ratios do not apply. A particularly promising practice is to arrange for several of the specialized courses to be cross listed with other departments that also supply the instructor because the course serves both specializations. The professor of psychology or administration who develops a special competence related to adult education broadens both the faculty competence available to students and the base of allies who can support the program within the college. This practice should be used with caution. It can weaken support for an additional professor of adult education. It can also lead to different results if there is an administrative emphasis on enrollments or a faculty concern about competition for resources.

For the larger and more established graduate programs, the two typical solutions related to the problem of program size were

employment of part time faculty members and setting of restrictions on enrollments. The two major sources of adjunct faculty members from outside the college of education were administrators from the continuing education or extension division of the university and similar practitioners from other nearby adult education agencies. The possession of a doctorate and even some teaching experience facilitates the adjunct appointment. For programs with many doctoral students, there is a hazard in too heavy reliance on adjunct faculty members who teach one or two courses a year. The result may be inadequate advisement, especially for supervision of dissertations for which graduate faculty standing may be required. This official status may be difficult for an adjunct faculty member to obtain. Also adjunct faculty members seldom participate in program development and other important activities other than teaching.

Interested faculty members in other departments may already have graduate faculty status. The problem of high advisement loads for the full time professors of adult education due to the use of part time faculty, can be minimized by the inclusion of some adjunct appointments to pick up part of the load of full time professors so that they can concentrate on advisement and supervision of theses and dissertations. Some of the ways in which enrollments have been restricted are raising admissions standards, declaring a moritorium on admissions for a while when enrollments get too high, and allowing individual professors to set their own limits on advisee loads. It should be recognized that an effective small program is usually more desirable than an ineffective large one. An ineffective small program is less desirable than either.

In addition to employment of part time faculty members and setting restrictions on enrollments, some other solutions to problems related to program size are combining the adult education specializations with one or two others such as higher education or vocational education so that each

specialization is served by a broader range of faculty members; arranging for joint appointments with related departments and institutes such as extension education, labor education, personnel administration, or communications; obtaining administrative support for the importance of continuing education as a component of many departments; minimizing specialized courses on adult education and instead arranging for adult education majors to take outside courses which they adapt to their purposes through independent study arrangements; covering a substantial amount of faculty time by outside grants; and teaching a few courses with very large non-major enrollments. A professor's bargaining position is strengthened when his area of specialization is a "money-maker" instead of a "money-loser." For this to occur, there must be at least a minimum number of core courses, some with large enrollments.

Professorial Roles

Graduate programs usually include faculty members who perform a variety of professorial roles. The total range of roles and competencies is much greater than any one professor is likely to encompass. The range includes scholarly disciplines such as psychology, philosophy, and sociology; professional fields such as administration and curriculum; research methodologies such as historical and empirical; and familiarity with professional practice in various segments of the field such as adult basic education and continuing professional education. In practice there is usually an effort to obtain a mix or balance among these faculty competencies and roles. Issue 2 was worded, "What should be the mix of faculty competencies in your graduate program? (e.g., research specialties, clinical background, teaching activities)"

For a few programs in each program age category, this issue was selected as one that included recent major problems. The total number in which this occurred, however, was so small that the issue ranked only ninth out of the ten most frequently selected issues. In most of these instances, the issue was rated as of average or great importance. Five respondents did mention suggestions regarding professorial roles in the final section of the questionnaire. In general, problems related to the issue of professorial roles were not very widespread, but were seen as fairly important by those who did report having them. Comments on professorial roles were closely associated with most of the other major issues, including program size, departmental appointments, specialized courses, departmental arrangements, faculty research, and building support.

The central problem related to professorial roles grows out of the tension between demands from the field and constraints by the college. The emphasis, however, is on the mix of competencies and roles that seems best under the circumstances.

One professorial role relates to scholarly disciplines. Especially in the strongly research oriented graduate divisions of colleges of education, there are some faculty members in various departments who have little specialized background or practical experience in adult education but whose subject matter competence can make a major contribution to an adult education graduate program. Examples include the historian of education interested in workers education, the educational psychologist interested in adult learning, the sociologist of education interested in adult socialization, and the social psychologist interested in small group behavior. There are also similar professors in various departments outside the college of education. They tend to be oriented

towards their scholarly discipline, but unlike many of their colleagues they are especially interested in aspects of their discipline that focus on stability and change during adulthood. Too little reliance on such research and theory oriented professors, and the graduate program tends to over-emphasize superficial operational details and to fail to provide perspectives on the "whys" as well as the "hows." Too much reliance on such professors and graduate study tends to prepare students to understand professional practice instead of to engage in it. Most graduate programs provide some exposure to a few scholarly disciplines, a few urge the student to acquire some depth of competence in at least one discipline. A subsidiary problem is how to sufficiently engage at least one professor from each of the related disciplines in the adult education graduate program so that there is great relevance for the practice oriented adult education graduate students.

A second professorial role relates to professional practice. Many education professors become faculty members after some experience as teachers, counselors, or administrators. This is also the case for professors of adult education. Many of the part time professors of adult education are regularly administrators with the continuing education units of the university or with other adult education agencies in the area. These professors typically perform a second professorial role, that of the thoughtful practitioner who serves as a clinically oriented part time professor and helps students to deal with internship experiences and to under stand professional practice. The utility of this role depends in part on the recency of field experience. It is sometimes difficult to obtain graduate faculty status, promotion and tenure

for clinical professors because of the reliance on research and publication as selection criteria. Too little reliance on such clinical professors, and the graduate programs tend to be remote from the practical realities of the field. Too much reliance on such professors and the graduate program tends to overly reflect the segments of the field that they represent and to under-emphasize theory and research.

A third professorial role emphasizes the interrelating of knowledge and action. Professors who mainly perform this role tend to be engaged in the systematic study of adult education, to be familiar with adult education research and theory, and to help graduate students to develop a repertoire of effective strategies for alternating between knowledge and action. Professors who perform this third role typically emphasize the development of effective working relationships with professors in each of the other two roles. Too little reliance on professors who emphasize this third role, and the graduate program tends to lack coherence. Too much reliance on such professors, and the program tends to be general and superficial with little depth in supporting disciplines or in clinical practice or in either. Such professors are most likely to be full time with the program and are sometimes referred to as "core faculty."

The foregoing description of three professorial roles refers to the roles as though a professor performed only one of the roles. In practice, some professors perform two and occasionally all three of the roles, although not for all disciplines and all segments of the field of adult education. The main problem related to this issue has to do with the relative mix or emphasis for the three roles within the program.

Several helpful solutions to this problem were reported. The basic solution is to gain wide acceptance of the rationale for the mix of roles and to obtain commitment to the maintenance of the mix. Two or three professors appears to be a minimum number to cover the essential roles and specializations. Another solution is to arrange for one or two of the full time "core faculty" members to encourage participation in the instructional program by those persons who can best constitute the desired mix of roles and competencies. As long as there is a sufficient core of professors with graduate faculty status to supervise dissertations, specialists from the community can teach selected courses. One way to obtain a broad mix of roles and competencies is to have several seminars that can vary in topic from term to term. This will allow a wide variety of research and clinical professors to occasionally contribute to the graduate program. One program arranged for research specialists from elsewhere in the college to help supervise dissertations. Another program reported that efforts to obtain variety in the institutions from which the professors had obtained their doctorates was an unhelpful and unwanted basis for maintaining a mix. A solution that entails having clinically oriented professors engage in systematic study to learn more from practice, has two benefits. One is that it helps to keep clinical experience vital. A second benefit is that the published reports can be used as evidence to support recommendations for promotion and tenure. One final solution is for each professor to teach a course and to provide leadership in a program area such as adult basic education, continuing professional education, or vocational rehabilitation.

Departmental Appointments

Graduate programs vary in the departmental affiliations of the

professors who teach courses on adult education. In some programs, all professors of adult education are in a single department. In other programs they are located in several departments, such as one professor in an administration department, one professor in an educational psychology department, and one professor in an extension education department. Such departments may be in the College of Education and in other colleges as well. Issue 3 was worded, "In what departments or divisions should the faculty members associated with your graduate program be located? (e.g., all faculty in one department; faculty in several departments with an area coordinating committee)"

The programs for which departmental location of faculty members was reported as an issue, were distributed across the program age categories with some concentration in the new programs and in the long established programs in the process of reorganization or transition. This was the sixth most widespread issue, but for most of the programs that reported problems related to it, the issue was considered of great importance.

The problem arises because adult and continuing education is related to various departments, there tends to be insufficient institutional commitment to support a large number of professors of adult education in one department, and it seems desirable to draw upon professorial competencies that are scattered through several departments. There are various departmental arrangements in which the problem of location of professors of adult education arises. One example is the single professor of adult education who arranges for a professor in each of several departments to teach one course a year or in some similar way contribute to the adult education graduate program. Another example occurs when two or more

departments each contain one or more professors with a major interest in some aspects of adult education, and when students who want to major in adult education can do so in any one of these departments. A third example is the interdepartmental area committee in which the area provides the departmental home for the students who major in adult education.

The central problem related to departmental locations of professors of adult education, typically arises from a conflict between the achievement of high program visibility and coherence, and the maintenance of close ties with specialized faculty competencies in various departments. Specific problems may arise because some department may want a more dominant role in the program, or because some department may not want to participate. Coordination problems may arise when the area program includes as many as five or six cooperating departments. This can contribute to program instability when the separate departments control the major resources in the form of faculty positions and assignments, graduate assistantships, admissions quotas, and membership on doctoral committees. Inadequate coordination can also result in needless duplication of topics in various courses.

Several solutions to this problem were reported. One was the creation of a combined or joint departmental arrangement, such as higher and adult education, or vocational and continuing education. With such an arrangement, most of the professors who teach specialized courses related to adult education could have appointments in the combined department. This arrangement is explored further in the section on Issue 15. A combined department arrangement tends to result in a sufficient number of "core" professors associated with the adult education graduate program;

a common departmental "home" for the core professors which facilitates interaction and greater departmental control of resources; and greater visibility for the adult education graduate program than occurs with most arrangements in which professors of adult education are located in several departments.

Another solution was the interdepartmental area committee which provides a secondary but unifying loyalty for professors of adult education located in various departments. With an area committee arrangement, the ties and visibility with the participating departments tends to be strong, but visibility may be less for persons outside those departments. Although this solution can increase colleagial relations among more professors who represent a broader range of academic and administrative affiliations, it may be difficult to maintain program integrity with so many units involved.

Other solutions that have been reported as helpful include: informal contacts between those who teach, do research, advise students, and participate in committees and seminars related to adult and continuing education; association with a periodic visible event such as an annual national seminar for leaders in continuing higher education or a regional seminar for adult basic education staff members; contact with a research institute such as an Office for the Study of Continuing Professional Education; or teaching courses that include students from many departments, such as adult learning and development, or community development.

Specialized Courses

In each graduate program, the course requirements include some specialized courses that relate directly to continuing education of adults, along with the general courses on psychology, history, and curriculum that are taken by students with various majors in the college. Typically these specialized courses deal with literature, research, issues, and analysis of professional practice that is most unique and important for adult education practitioners. Issue 4 was worded, "What specialized courses related to continuing education of adults should be included in your program?"

More respondents reported problems related to this issue than any other issue. This issue has also been the focus of most of the past literature on adult education graduate study.* A higher proportion of the respondents who were associated with the older programs did so, and more of them rated the issue as one of the most important. This issue included a concern both for the number of specialized courses that are offered and for the content of each of the courses. Almost all of the problems that were mentioned clustered in one of three sub-issues.

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*For example, see:

Jensen, Gale, A. A. Liveright, and Wilbur Hallenbeck (eds.). Adult Education: Outlines of an Emerging Field of University Study. Washington: Adult Education Association of the U.S.A., 1964.

Kozoll, Charles E., Response to Need: A Case Study of Adult Education Graduate Program Development in the Southeast. Occasional papers, No. 28. Syracuse, New York: Syracuse University, 1972.

Kreitlow, Burton. Educating the Adult Educator: Concepts for the Curriculum. Experiment Station, College of Agriculture Bulletin 573, Part 1. Madison, Wisconsin: University of Wisconsin, 1965.

Verner, Coolie, et al. The Preparation of Adult Educators: A Selected Review of the Literature Produced in North America. ERIC Clearinghouse on Adult Education, and Adult Education Association of the U.S.A., Sept., 1970.

trying to discover the courses in other departments that are most relevant to majors in adult education; and the occasional instance in which professors from other departments introduce courses on aspects of adult education as a part of their own degree program.

A second sub-issue was the desirable balance between core courses that deal with all aspects of the field of adult education and courses that deal with segments of the field such as adult basic education, or extension education. Among the problems that were mentioned in relation to this sub-issue were: deciding on the relative emphasis on knowledge resources compared with professional practice; and the need for stronger support for specific courses such as international community development, instructional materials and devices, and group process training. This sub-issue was especially important because many new graduate programs were started with a major emphasis on one segment of the field, such as adult basic education.

A third sub-issue was the mix between preparation of teachers and preparation of administrators. Most graduate programs over the years have prepared administrators. More recently, some programs have started to prepare teachers of adults, especially for programs of adult basic education. This shift has influenced relationships with state certification requirements, has resulted in the initiation of some undergraduate courses, and has provided stimulus for external degree arrangements in which many or all of the degree requirements can be met off campus.

The suggested solutions to problems related to specialized course offerings were closely related to the specific problems. For instance, a typical problem for a professor who starts a new graduate program is what courses to offer. Restrictions both on the number of new courses that are likely to be approved and on the available faculty time to teach them requires

some initial selection from the pool of all possible courses related to adult and continuing education. The typical approach is for the professor who starts a new program to review the course offerings at established adult education graduate programs. In addition, some professors consider their own experience as a graduate student, their estimates of the needs of potential graduate students, the availability of people with relevant competence to teach the courses, and requirements related to rapidly developing segments of the field such as the recent expansion of adult basic education. Several respondents urged that the number of specialized courses be kept to a minimum so that the amount of substance for each course is defensible. Typically, courses are added one at a time, but the process is less time consuming if they can be approved together as a set.

When the program has been operating for a few years and some revision of course offerings seems needed, professors tend to use various methods to explore possible directions and to obtain agreement. Suggestions are obtained from practitioners and from other professors. Regular meetings of faculty members associated with the program are sometimes supplemented by a two-day retreat. Outside consultants may meet with a student group as well as with faculty members. Informal conversations with administrators and key faculty members in the college may serve to build and maintain support for the adult education graduate program including both the addition of new courses as part of the program and the avoidance of unnecessary fragmentation of the program.

There are several ways in which new courses can be introduced, in addition to the "standard series of review committees" approach for course approval. One is the provision for a seminar in which the topic can be

changed from term to term, or in which sections on different topics can be offered. This arrangement allows the offering of a new course several times on a trial basis to decide whether it should be set up as a standard course. Independent study or field experience courses can also serve this purpose.

There are several types of courses that tend to be included in many graduate programs. Several studies over the years have shown that there is moderate consensus regarding these basic courses in an adult education graduate program. Many programs include some course or similar arrangement that provides an introduction, overview, or survey of the field for beginning majors and for non-majors. Some programs have provided such a course for undergraduate students. This type of course tends to deal with definitions, current scope, historical trends, segments of the field, and policy issues. One promising way to achieve this purpose is a general seminar in which students may enroll for several terms, in which the students who are enrolled each term help to select the topics on which to focus that term, in which more experienced and knowledgeable students work with other students who are interested in each selected topic as a committee to plan and conduct the sessions on that topic, in which professors and practitioners serve as resource persons in planning and conducting sessions, and in which the professor who works with the general seminar each term mainly guides this planning process and helps to maintain a somewhat representative mix of topics.

Most graduate programs include a course on adult learning and development, which may be taught as part of the psychology department with an emphasis on theory and research in human development or may be

taught in another education department with an emphasis on working with adults as learners. Many programs include a course on group or organizational behavior. In some instances this is a performance oriented course in group process training. In other instances this type of course is more broadly concerned with social systems related to adult education, including the sponsoring agency itself. Most programs include a course on program development, which in some instances emphasizes planning, in other instances emphasizes use of methods and materials in teaching adults, and in still other instances the preparation of administrators to provide in-service education for teachers of adults. Another basic course deals with administrative leadership for adult education programs. This course tends to build on some of the other courses and sometimes has a basic administration course as a prerequisite. Many programs also include an advanced seminar arrangement that allows students with specialized interests to delve into them in some depth. There is often provision for independent study and supervised field experience. Most programs tend to include at least one course that reflects a unique faculty interest, institutional resource, or regional projects. These courses relate to topics such as history, community development, philosophy, adult basic education, comparative education, continuing professional education, leisure, and aging. However, the fields of study that are covered by most graduate programs are psychology, curriculum, and administration.

Course Approval

The approval of new courses has been a major way in which faculty members control the curricular offerings in a college. There is typically

little difficulty in making minor revisions of existing courses, but the introduction of a new course tends to be a complex and time-consuming process. The process is used not only for quality control, but also to minimize the likelihood that a new program area will compete for college resources and to minimize jurisdictional disputes regarding the departments in which certain courses should be taught. Issue 5 was worded, "How should these specialized courses become initially approved and subsequently revised? (e.g., submission of request form to new courses committee)" This issue was ranked tenth, in terms of the number of programs that reported recent problems related to this issue. Understandably, a higher proportion of the respondents associated with the new graduate programs did so.

The course approval process is slow and complex mainly because a course proposal is typically reviewed by committees related to the department, the graduate division of the college, the graduate college of the university, and the university senate. One problem for a professor of adult education is the time it takes to prepare the proposal for one or more courses, gain support for the proposal, defend it, modify it, and wait for each step of the process to take place. Three or four months is a relatively short elapsed time and the process can take more than a year. A greater problem occurs when the course proposal is disapproved. This sometimes occurs because of a judgment that there is not a qualified professor available to teach a proposed graduate course. It is more likely to occur because of a jurisdictional dispute. For example, the faculty members in the psychology department may decide that a course on adult learning should not be taught outside their department, but that they are not

willing to teach it. Or the faculty members in a curriculum department may decide that a program development course may draw student enrollments away from some of their courses. These judgements are typically made by or at least conveyed by professors from the affected department who sit on the review committees. As a result, the intent of a professor of adult education to expand or greatly modify his course offering may be frustrated by colleagues in other departments who fear that their "share of the pie" may be diminished.

Several solutions to this problem were reported. The problem can sometimes be minimized by anticipating the persons who might object or whose support is likely to help with approval, and then consulting them in advance, so that their objections could be voiced in private, advice received, proposal modified, and the strongest possible support provided when the proposal was considered in committee. Cross-listing can sometimes help resolve a jurisdictional problem. A trade-off of support for a proposal by another department is sometimes necessary. The use of an existing course number or a "catch-all" seminar allows for the offering of a new course on an experimental basis while approval of a new course number is being sought.

Courses in Other Departments

Adult education graduate programs include some courses that are taught in other departments such as psychology, sociology, history, business, and curriculum. The desirability of encouraging majors in adult education to enroll in courses in other departments is sometimes offset by the problems associated with doing so. Issue 10 was worded, "How should courses

from other departments be related to your program on continuing education of adults? (e.g., a learning course including a topic on adult learning, a history of education course including reference to adult education agencies, highly relevant courses in other departments)" This was the fifth most frequently mentioned issue. Problems related to this issue were reported by respondents associated with programs in all program age categories, new programs as they were getting started and long established programs as revisions were being made. This issue was usually considered to be of average importance.

The general problem related to this issue is that it is desirable for the student who majors in adult education to take courses in other departments, but these courses are sometimes not very accessible or relevant. These external courses are sometimes in research fields (e.g., sociology, psychology), sometimes in education (curriculum, history of education) and sometimes in other professional fields (business administration, social work). The competencies that are needed by adult educators appear to overlap with courses in many departments. However, the lack of accessibility or relevance that sometimes occurs, stems from many causes. Sometimes few pertinent courses seem to be available. The pertinent courses that are available, even those that deal with education, often fail to include content that is relevant to education of adults. The reasons given for this omission are that most of the students are interested in work with children, and that the instructor is unfamiliar with literature and practices related to adult education. Inaccessibility can also result from scheduling in the mornings and from extensive prerequisites. Some courses in scholarly

disciplines are designed for researchers and not practitioners which reduces their relevance for many adult education graduate students. Occasionally another department will offer a course that is at the core of adult education, which may be either desirable or undesirable depending on how well it fits the rest of the graduate program.

Movement towards a solution of this general problem can occur as a result of various actions. One is to make a concerted effort to become familiar with courses and instructors who may be pertinent to some adult education graduate students. If majors in adult education are alerted to do so, they can help identify courses that are very useful and those that are less so. When needed courses on topics such as social change or aging or community development are not available, discussions with the department chairmen and the professors who might teach a proposed course have resulted in the other department's adding a new course that was requested. The interest of an instructor in modifying a course so that it is more relevant to majors in adult education can be increased by helping the instructor to become more familiar with adult education. This can result from their contact with research projects, committees, and workshops on adult education. One powerful way to encourage more attention to education of adults is to arrange for more than a few majors in adult education to enroll in some selected courses for several semesters. Their questions and papers related to adult education can often do much to increase the familiarity of the instructor with continuing education of adults and his willingness to devote attention to it. A closer collegial relationship with such instructors may even result in their asking for assistance from the professor of adult education and occasionally the instructor may even audit a course on adult education.

When a course area that is important to adult education majors is taught in a way that excludes relevant literature and topics, one way to make it more relevant to those in adult education is for the professor of adult education to prepare a supplementary unit that contains readings and a study guide. Flexible arrangements for course substitutions can allow students to do independent study in outside course areas in which a satisfactory course is not available. Another solution is joint planning and/or team teaching with professors in other departments.

Joint Department

Over the years, most adult education graduate programs have consisted of one or two full time equivalent (fte) professors of adult education. Currently, most programs consist of two or three fte professors with very few that have four or more. By contrast there tends to be an institutional preference for at least five fte professors to warrant a separate department. The number may be less in smaller colleges. One way in which this disparity has been dealt with has been to create a joint department in which adult education has been one of several specialties such as higher or vocational education. Issue 15 was worded, "What are the advantages and disadvantages of a combined or joint departmental arrangement? (e.g., higher and adult education, vocational and continuing education, extension and special education)"

This issue of combined departmental arrangements was the third most widespread issue with almost half of the programs reporting problems related to it. About one third of the programs that had been started less than fifteen years ago reported recent problems related to this issue, but

almost all of the older programs did so, many of which had recently experienced some reorganization, and in more of the older programs this issue was rated as one of the most important ones.

The problem of being a part of a joint department, includes an assessment of the desirability of such a combined arrangement in contrast with alternative arrangements. Although in a few institutions the professors of adult education have been outside of any other department, the more typical pattern has been for them to be located, for budgetary purposes at least, in a larger department such as educational administration. Usually in these instances, adult education is a very small part of the department. By contrast, when adult education is part of a joint department, the other parts tend to be of comparable size. The types of problems that are confronted regarding relationships with other specializations in a joint department, in part reflect the most recent or likely alternative.

The purposes of any departmental arrangement are to assemble the core faculty competencies that are needed, to facilitate interaction between these faculty members so that they plan and conduct an effective program, to establish procedures to support and guide students, to provide the necessary financial and administrative support, and to hold those who are working closely with the program accountable for its quality.

Compared with being a separate small department of adult education, a joint department tends to broaden the base of faculty competence that is directly related to the adult education graduate program, and to expand points of interaction with related specializations. However, a joint department arrangement also tends to diminish the visibility and autonomy of the aduit education graduate program. A joint department may also restrict the directions in which the program develops.

Compared with being a small specialization within a larger department, a joint department tends to diversify faculty resources and increase visibility and autonomy. However, a joint department arrangement may contribute to a rivalry between the specializations in the joint department which creates personnel conflicts and other administrative problems.

Professors who recently experienced the formation of a joint department and those who considered such an arrangement but decided not to do so, both report that the issue tends to hinge on the relative balance between visibility, autonomy, and breadth of resources. Success in a joint department arrangement tends to depend upon the working relationships with the other specializations in the joint department. One hazard may be the difficulty that students in the department may experience in developing competence in any specialization.

Several suggestions were made regarding ways to make a joint departmental arrangement work effectively. One suggestion that would seem to apply regardless of the departmental arrangement is for the professor of adult education to help students and professors in other specializations where his competence is needed and to request assistance from them where needed. This type of reciprocity between specializations within a joint department helps to develop and demonstrate complementarity which can increase solidarity and reduce rivalry. Several respondents reported that the creation of sections or divisions for each specialization within a joint department, in which the professors in each division meet separately to deal with their respective concerns helps to maintain the integrity of the separate specializations. The divisional professors of adult education can also meet with the professors from other departments who are most closely associated with the adult

education graduate program. In addition to the specific contributions that these adjunct and related professors make as they teach courses, participate in seminars, serve on doctoral committees, and participate in policy deliberations, they provide an additional source of stability and support for the adult education graduate program that can help resist encroachment by other specializations in a joint department. Additional suggestions include having an understanding and supportive department chairman, officing faculty members associated with the specialization close to each other so as to encourage interaction and cohesiveness, and achieving growth in the adult education specialty, that is not at the expense of the other specializations.

Attraction of Students

One of the most important ingredients in a successful graduate program is a continuing influx of able students who perform well in the program, complete it, and are subsequently successful. This doesn't just happen. Most professors of adult education devote some effort to the attraction of especially able students. Issue 7 was worded, "What should be the process by which especially able graduate students are attracted and retained? (e.g., talks to professional groups, availability of assistantships)" Problems related to this issue were reported for all program age categories, but especially for the long established programs in most of which this issue was classified as one of the most important. This issue was the fourth most frequently selected.

The two main problems that were reported were letting potential

students know about the program and providing financial assistance such as research assistantships. Admissions procedures were also mentioned as a problem for several programs, especially for prospective students with minority group backgrounds. Most programs would like to increase enrollments, especially of the most able students.

Personal contact was reported as the most important method of letting potential students know about the program. Types of personal contacts included visiting adult education graduate programs, giving talks, serving as a consultant, holding non-credit workshops, and participating in professional associations. Other ways of increasing program visibility include publication of articles, books, and research reports; distribution of program brochures; and announcements in national publications. The teaching of courses on adult education at off-campus locations also increases familiarity with the program, as do summer workshops, and both help to attract students.

Few graduate programs have been able to obtain much college money for graduate assistantships, and those programs that offer many assistantships have been able to attract funds from other sources. These sources include research projects that contain funds for research assistantships, state education department funds, inclusion of graduate assistantships in workshop and consultation activities, regional educational board projects, and financial support by employers.

Admissions procedures can also be modified so that they do not bar able applicants. Examples of modifications include provision for waiver of Graduate Record Exam or Miller Analogies in some instances, or

availability of a non-matriculated student status that allows student and professor to get to know one another better before the mutual decision to pursue a graduate degree is made.

Faculty Research

Graduate faculty expectations are long on research-based publications but professors of adult education tend to be short on time, money and sometimes the inclination for research. Issue 17 was worded, "What should be the extent and type of faculty research effort related to your graduate program? (e.g., amount and types of research, amount and sources of financial support, types of facilitating arrangements)" This was the seventh most widespread issue and was especially major for many of the professors who were starting new graduate programs and facing the problem of approval to supervise doctoral students.

The graduate faculty emphasis on research reflects the institutional conviction that the professors who supervise doctoral dissertations should themselves be actively engaged in research. Especially the professors of adult education who recently completed their own doctorate, and who lack a sufficient number of research-based publications, are placed in a difficult position if they are trying to start or continue a graduate program. The graduate students themselves often expect that the professor of adult education will be engaged in research as a source of experience and financial support. There are even expectations from the field of adult education that professors will conduct research, especially the kind associated with evaluation and demonstration projects.

There are conflicting expectations, however. Adult education practitioners, even as graduate students, tend to be action oriented, as do many professors of adult education. Time tends to run out doing the tasks such as teaching, advising, and consulting, before the professor gets to research. One exception is supervision of dissertations. Also, financial support for released time and other research costs is difficult to acquire. The emphasis on more basic and theoretical research by the graduate faculty and by some funding sources tends to discourage the more action-oriented professors. Sometimes there isn't even venture capital to initiate a research project. In some institutions, a major faculty research effort is the price of extensive college support of a specialization such as adult education.

In the most research-oriented universities, the solution to this problem is grantsmanship that assures a succession of large outside research grants that provide released faculty time, stipends for students, program visibility, attraction to other faculty members, connections with the field, and overhead funds. A small research institute or center can facilitate such a major research thrust. The support of the college administration for such an effort must also be gained and maintained.

When a major research effort is in conflict with other departmental goals, one solution is to undertake research on a more modest scale and to emphasize the types of research activities that fit best with professional practice. Examples of such compatible research activities include action research, theory building, evaluation, and demonstration projects. Other solutions include differentiation of faculty so that some

professors of adult education emphasize research while some of their colleagues emphasize professional practice, and of course a de-emphasis on research so long as this is acceptable in the specific institutional setting. The extent of the research effort also tends to be related to the number of "core" faculty members.

Building Support

Many of the foregoing issues relate to the building of support for the adult education graduate program. However, there are some concerns of the chairman of a graduate program that extend beyond the foregoing issues taken separately. Issue 22 was worded, "What should the chairman of a graduate program do to build and maintain faculty and administrative support for your graduate program?" This was the eighth most frequently selected issue, but almost all of the professors who did select it indicated that problems related to this issue were the most important and difficult that they faced. This was so for respondents from all of the programs that had been in operation for more than five years.

The basic problem was an inadequate understanding of the area of adult and continuing education by faculty members in various departments. This lack of understanding and support seemed to reflect misunderstanding, low regard for the adult education area, and concern about competition, along with lack of familiarity. Because some adult education graduate programs are not independent but depend on cooperation from several departments, this lack of understanding and support can be a big problem. Sometimes the chairman must protect the program from

unwarranted outside interference. Typically the administrative support was stronger than the faculty support. There were several references to the value of continuing support by a strong dean. By contrast, one program had experienced a series of deans who had not stayed long enough to become familiar with the adult education graduate program. Administrative support can be weakened, however, if the faculty-student ratio becomes so low that it creates financial problems.

There appear to be many activities in which a program chairman and other professors of adult education can engage, which in the aggregate can increase program support. Perhaps the most important influence on college support is one over which the chairman has limited control, and that's the performance of the students who major in adult education. If the students are very able, they tend to be viewed as a major asset in out-of-department courses, in internship assignments, and in the college generally. The admission of marginal students to raise enrollments can damage such college support. The chairman may have a bit more influence over the extent to which the professors of adult education demonstrate their varied and valued competencies by assisting or collaborating with professors in other areas. The chairman can help to create opportunities for this to occur. In the instance of both students and faculty members who enter into a relationship with a professor or department for the first time, care should be taken to select the persons and arrangements that are most likely to result in success.

The program chairman can increase program support by the actions that he takes regarding faculty competence. These actions occur in relation to the selection, retention, and development of professors of adult

education and other staff members related to the graduate program. Three especially important areas of competence relate to teaching, research, and working with colleagues. Effective teachers attract students. Productive researchers attract grants. If the professors associated with the graduate program have these qualities, the program is likely to be perceived within the university as one with quality and integrity. The third area of competence is working with colleagues. Professors who cooperate with colleagues where they can help and who avoid unwanted interference in the problems of others are likely to receive support from professors in other departments.

Three additional factors that contribute to strong administrative support are the production of a favorable number of instructional credit hours per professor, the attraction of some outside grants, and visibility off the campus especially by publics important to the institution. Off campus visibility can be increased through workshops and off campus courses. Both grants and outside support can provide funds for student stipends. University administrators who respect the quality of students and professors associated with the adult education area, and who see evidence of leadership regarding adult education activities within the university as well as at state, national, and even international levels, are likely to provide strong support to the area. Support is often operationally defined as money.

The building and maintenance of program support depends on a continuing flow of communications regarding the graduate program. This communication process tends to be varied and includes meetings with

department chairmen, conferences with state education department staff, speaking at faculty functions, arranging for other faculty members to serve as guest lecturers in adult education courses, meeting with their courses, publicizing of adult education area activities, and publishing to reach a wider audience.

A chairman who works with the students and faculty members associated with the adult education area to provide initiative and leadership in relation to the field of adult and continuing education is likely to receive major faculty and administrative support.

INFREQUENT ISSUES

For twelve of the issues, less than twenty per cent of the professors indicated that they had recently confronted any major specific problem related to the issue. For one issue, on relocation of professors for graduate programs that are phased out, no professors reported a problem. However, one graduate program confronted this problem soon after the data for the study were collected. Only one additional issue was noted in response to a question about other issues beyond the twenty-two that were specifically included in the questionnaire. This additional issue was on physical facilities, such as office space and classroom use by faculty members and students associated with the graduate program.

This section of the monograph provides brief information about each of the issues that were of concern to less than twenty per cent of the professors, including the ones on relocation of professors and on physical facilities. These issues for which fewer than twenty per cent

of the programs reported recent problems consisted of: initiating the degree program, student's planning role, student organization, instructional methods, non-credit workshops, field contacts, outside consultation, multi-departmental arrangements, differentiation between graduate programs, decisions on college support, program termination, and facilities. Although each issue deals with a somewhat separate aspect of the graduate program, there was an effort to sequence the following issues so that similar issues are grouped together. For instance, the issues on workshops, field contacts, and consultation all deal with ways in which professors relate to practitioners in the field.

Initiating the Degree Program

Issue 6 was worded, "What was the process by which your degree program was started or modified? (e.g., submission of requests to several program committees)" This is the basic and official process by which most graduate programs are started and by which major revisions are made. There were few major problems reported for this issue, however, and they were equally divided between the very new and the long established programs. When the problems were current, this issue was usually classified as one of the most important. The typical process consists of efforts to informally build support for a new or revised graduate program, preparation of a proposal, and review of the proposal by several "watchdog" committees. Usually these committees are the graduate programs committee of the college of education, the programs committee of the graduate college, and sometimes a committee of the state board of higher education. For the newly proposed programs, the major problem is lack of strong support

regarding the desirability of a new graduate program with a major in adult and continuing education. Without such support, review committees are reluctant to add a new program that may result in "smaller pieces from the resource pie" for the existing programs. Two convictions that help to build support are the belief that there is an urgent societal need for the proposed program, and the belief that the proposed program is required to meet that need because existing programs are unable to do so. Evidence of need can be especially persuasive, but without a professor of adult education on the faculty, it may be difficult to assemble such evidence. When a state board of higher education "gets in the act," it must usually be shown that the proposed program would not result in needless duplication between institutions.

In addition to a well conceived proposal, the reported ways to build support that have been most helpful have emphasized face to face conferences with individuals and groups related to program approval. Sometimes colleagues, students, and representatives of community groups can greatly help a new professor to convey the message. Supportive senior professors can be especially helpful. For the long established graduate programs that are being revised, two major problems are external relevance and internal adjustments. The internal adjustment problem tends to occur as a result of college reorganization, including shifting relationships between specializations such as adult education, vocational education, educational administration, higher education, community education, counseling, and community development. Adjustments may also result from shifting emphasis on research or on field service. Two helpful solutions to this adjustment problem are strong allies and compromise. The external

relevance problem tends to occur as a result of insulation between the interests and activities of some professors of adult education and the professional concerns of adult education practitioners. Because most graduate students who major in adult education come with recent professional experience, they can help to increase relevance, as can contacts with practitioners through associational activities and consultation. The conclusions from these conversations, workshops, and seminars can be used to revise the pattern of course offerings, of course content, and of provision for internship experiences. Even professors who are starting new graduate programs can recognize these problems of relevance and adjustment, and try to build in relationships with both colleagues in related specializations and practitioners in the field, which will contribute both to supportive allies and to continuing renewal and revitalization of the graduate program. When a new graduate program is being considered, an initial appraisal of the situation might be conducted by several professors of adult education from other institutions. The results of this appraisal can be used to help decide whether or not to initiate a new program, and if so can suggest ways to develop a strong program.

Student's Planning Role

Issue 8 was worded, "What should be the student's role in planning his own degree program of study? (e.g., selection of elective courses, independent study arrangements)" Graduate programs vary greatly in their flexibility and the extent to which the faculty members encourage students to help shape the degree program so that the experience will be most

beneficial to each individual student in terms of his background and interests. Few problems related to this issue were reported, they were considered of average or minor importance, occurred for new and old programs alike, and seemed to be little related to starting or revising a graduate program. The major problem related to this issue occurs because the traditional emphasis in the field of adult education on self-directed study and responsiveness to learner needs sometimes runs counter to institutional arrangements for such planning by graduate students. There seems to be agreement that it is desirable for professors, students, and other adult educational practitioners to help shape degree programs; the problem arises in working out feasible ways in which students can help plan course content and methodology, select electives, and include independent study and internship experiences as part of the degree program. Some colleges set limits on the number of independent study courses or elective courses. One helpful solution was the liberalization of college rules on independent study and electives, which can sometimes be achieved at the time of approval of the program of study for students who major in adult education. The individual professor of adult education can allow the students to participate in the planning of their courses. One way to do so is to try several approaches (e.g., contract teaching, self-instruction, student selection of course objectives, student led seminar sessions) and to evaluate them as a basis for decisions about emphasis on content and methods. Another solution would be for each student to propose his own program of study, based on a familiarity with program experience and resources and with access to competent and concerned professors. He and the professors with whom he works most closely would agree upon the program

of study. Based on an early familiarity with faculty expectations and the ways in which his performance will be assessed, the student could thus be mainly held accountable for demonstrating the extent to which he has achieved his objectives.

Student Organization

Issue 9 was worded, "What should students do regarding participation in a student organization or taking collective action?" In recent years, some university students have advocated that they have greater collective influence on the decisions that affect them. There are several ways in which they might do so, including student associations and student membership on policy-making committees. The few graduate programs in which problems related to this issue were reported had been in operation for some years. The problems that were reported range from faculty concern about student inactivity and apathy, through failure of a student conducted seminar, and mild apprehension about a newly formed graduate student organization, to a formal grievance by a graduate student who appealed an instructor's grading procedure and assigned grade. The reported solutions that seem helpful include the use of a faculty-student committee to encourage student involvement; use of a student committee to plan a credit seminar sponsored by the department; encouragement of majors in adult education to serve as members of student associations, advisory committees and as representatives to policy making groups such as a senate or department faculty meeting; provision of departmental funds for departmental student activities; support of social activities that include

students; collaboration by students and professors on special projects; publication of a newsletter or journal; and explicit response to major events in the lives of students. The general goal is to build and maintain a sense and reality of community that includes students and professors.

Instructional Methods

Issue 11 was worded, "What should be the major methods and materials used in your specialized courses on continuing education of adults? (e.g., case analysis, role playing, study discussion)" This was another issue where the few graduate programs for which problems were reported were in the middle and older categories. Most of the problems stemmed from institutional resistance to the approval of courses other than those that transmitted subject matter content in the traditional ways such as reading, lecture, laboratory (science), and discussion. Examples of methods that met with resistance include group process training sequences with predominantly affective objectives, graduate courses via educational telephone network, and action seminars that provided direct confrontation with professional practice. Helpful solutions include describing innovative methods in traditional terms so that approval will be secured, including brief traditional units in non-traditional courses, advocating change in proposals to the graduate college, using technology related to a standard course such as videotaping student performance for analysis, or computer based simulation, or connecting an action seminar to an ongoing project or activity. An available variety of alternative methods enables the student to use those that best fit his background and objectives.

Non-Credit Workshops

Issues 12, 13, and 18 were interrelated and the responses to them reflected this connection. Issue 12 was worded, "How much effort should you and your other professors of adult education devote to non-credit workshops and the like for persons who are not working for a degree? (e.g., speaking at state adult education meetings, conducting an ABE workshop for teachers)" Most professors receive more requests to engage in this type of non-degree field service than they can accept. Problems related to this issue were reported for new and for established graduate programs. For some of the new graduate programs, initial grants that helped to start the program included provisions for this type of activity. Especially in these instances, the problems are rated as of high importance. For most of the established programs for which problems related to this issue were reported, the major problem is the pressure from the great number of requests for consultation, organizational development, and participation in many credit-free meetings and workshops. The low income and lack of instructional credit hours generated may result in low priority for credit-free activities. The requests come from teachers, administrators, agencies, associations and from the state education department. The main solutions that were reported were setting priorities to maintain a balance with other responsibilities, working hard, hiring outside consultants, working collaboratively with practitioners through associations or special networks, and arranging for graduate students to participate as part of their learning activities.

Field Contacts

Issue 13 was worded, "How should the professors associated with

your graduate program relate to the various segments of the field? (e.g., individual practitioners, agencies, state education departments, associations of adult educators, graduate programs at other universities)" Reports of problems related to this issue were included for only one or two programs from each of the program age categories. For the new program, there was a conflict between the professor's commitment to the benefits of field contacts for both practitioners and the graduate program, and the lack of such a commitment by the university in comparison with resident teaching and research. For the middle program, there were problems associated with efforts to be relatively active with one or two types of sponsors. For the two older programs, although there were many opportunities for contact with practitioners through consultation, there was too little continuity or comprehensiveness of contact; also the desire for closer relationships with nearby graduate programs seemed to be frustrated. Paradoxically, one of the suggested solutions was to try to convince university staff that continuing education and public service for persons engaged in adult and continuing education ranked with resident instruction and research. Another reported solution was to engage in several large national research and demonstration projects that entail substantial contact with the field. Still another solution was the establishment of a network of persons with whom the professors and students in the graduate program work, who in turn work with large numbers of practitioners. One program reported a start on building closer relationships with other graduate programs in the state through greater contact between professors, working together on conferences, and exchanges of seminars and student enrollments. Another suggestion was

the preparation of a flyer to inform practitioners in the region about the types of assistance available from the graduate program.

Outside Consultation

Issue 18 was worded, "How should outside consultation for extra income by faculty members be handled? (e.g., limits on amount, conflicts of interest)" Several professors reported that they had problems associated with this issue, that the problems were minor and that they were not associated with starting or revising the graduate program. Their programs had been in operation for some years. The problem consisted of a university regulation that limited overload teaching and outside consultation to the equivalent of one day a week. The problem is minor, in part because the regulation is seldom enforced and because other commitments tend to restrict outside activities. In part because of lack of uniformity throughout the institution the regulations are often viewed as unsatisfactory and inequitable. However, there seems to be little that is unique about this problem for professors of adult education. Professors at institutions at which there is conflict between faculty productivity and outside consulting work will need to be able to defend their outside consultation as within acceptable limits.

Multi-Departmental Arrangements

Issue 14 was worded, "What are the advantages and disadvantages of a multi-departmental arrangement for adult education graduate study? (e.g., interdepartmental area program)" In a few of the established

graduate programs, an arrangement was entered into in which two or more areas of specialization or departments are linked with adult education so that they formally interact in the provision of courses, advising of students, supervision of dissertations, and the like. Problems related to this issue were rated as very important. This interdepartmental arrangement was usually entered into as a way of trying to solve a problem such as a small number of professors of adult education, lack of a sufficient number of research consultants to serve on dissertation committees, and a conviction by several departments that adult education should be a small part of their department because it contributes to other department functions. A potential benefit is improvement of the continuing education function of the participating units of the university. The interdepartmental arrangement itself results in some problems such as a desire within some participating departments for a greater role or more resources and a desire within some participating departments for less. Agreements on domains of participating departments or specializations and arrangements for students to influence allocations of resources were some of the suggested solutions. Additional suggestions included joint appointments with various departments, advisory committees with members from related departments, and the formal designation of the interdepartmental area committee composed of representatives from the participating departments as the policy group to supervise the adult education graduate program.

Differentiation Between Graduate Programs

Issue 16 was worded, "To what extent should various graduate programs around the country specialize and emphasize certain segments of

the field or approaches? (e.g., some programs emphasize religious adult education, some adult basic education, some community development, etc.)" In theory, professors in all graduate programs are equally concerned about all methodological approaches and all segments of the field. In practice, the time and interests of the graduate students and the number and resources of the faculty members are sufficiently limited so that some specialization and relative emphasis is inevitable for most graduate programs. Problems related to this issue were mentioned for a few programs related to each program age category. All but one were rated as of average importance, and the exception was rated as minor. For some of the mainly master's degree programs that were recently started in conjunction with ABE teacher training efforts in their state, there was some tension between staying with this specialty with its close relationships with the state education department, and broadening the scope to include other specialties (such as continuing higher education) and to develop competences related to doctoral study. Some concern was expressed about the rapid growth of too many graduate programs in the Southeast.

The problem of program differentiation is partly related to the number and competencies of the faculty members. A typical solution is to stay with one or two specialties until the expansion of the program and faculty resources provides the basis for a widening of program scope. For most of the long established graduate programs for which problems related to this issue were reported, the expressed concern was somewhat different. Over the years, the professors had developed competence in at least several approaches and segments of the field. When the issue of specialization

arises for established programs, the question is whether to devote new or reallocated resources to broaden the program scope to include more segments of the field or to develop greater depth in a few areas. Some of the areas of specialization that were mentioned were basic education, rural, field research, and community school. In some programs, uncertainty was expressed about the desirability of extending the existing program resources and commitments. The reported solutions to this problem included taking into account the general thrust of the total university, differentiation between nearby institutions, relationships with a vigorous adult education research activity, and the recruitment of graduate students with varied backgrounds who have interests in various segments and approaches and who will tend to collectively press for breadth and resist excessive specialization on some aspects and neglect of others.

A general concern about program differentiation was expressed by several respondents, in response to the final item of the questionnaire which asked for their additional suggestions about starting a new graduate program. The concern was about the relative balance between scope and depth. It was urged that each graduate program specialize on some aspects of the field, build from strength, and try to make a new and different impact and meet an identifiable need. At the same time, it was urged that efforts to obtain depth and focus not be allowed to produce an overly narrow view of the field. The view was expressed that the vitality of the field depends upon a broad vision of the role of continuing education for adults from all walks of life, in relation to all of their roles, and with the sponsorship of all types of agencies. Several respondents expressed concern that some graduate programs have over-emphasized

remedial programs for undereducated adults and have neglected development of programs for all adults, have over-emphasized segments of the field for which there is soft money and have neglected the remainder, or have over-emphasized a few instructional methods or administrative procedures and have neglected a flexible and multi-disciplinary approach to the facilitation of adult development. It would appear that the professors associated with each adult education graduate program confront a challenge, regarding how well they can achieve sufficient depth and focus to be relevant and to make an impact on the field, while at the same time retain a broad vision of the responsibility of adult education practitioners to the entire society.

Decisions on College Support

Issue 19 was worded, "By what process should the major sources and amounts of college financial support for the graduate program be decided upon? (e.g., decision by dean, allocation by faculty committee, influence of extension division)" The graduate programs for which problems related to this issue were reported were in all program age categories and the problem was referred to as perennial. The three major sources of financial support are tuition income, other institutional "hard money" such as tax funds, and "soft money" such as outside research grants. Although for most programs great pressure to acquire resources was reported, it was also reported that the process by which decisions were made was largely unknown to the respondent. This issue was rated as average or great in importance. Two of the ways in which pressure was

manifested were "pay your own way" from tuition income, and "grantsmanship" to support new faculty on soft money. In one long established program, the problem was stated as the achievement of the balance between student enrollment and outside research support in deciding on the number of faculty positions to receive continuing institutional support. The reported solutions that were suggested included close working relationships with faculty colleagues and administrators, teaching some large enrollment courses so that the adult education area is one of the "money makers" instead of "money losers" in the college, refusal to over extend faculty through proposals and grants and instead concentrate on higher quality effort with existing resources, program budgeting, and maintaining a high level of outside research funds.

Program Termination

Issue 20 was worded, "Under what circumstances should an adult education graduate program be phased out by the institution? (e.g., insufficient graduate students, too few jobs for graduates, low social urgency)" The problems associated with starting and revising a graduate program tend to be "good" problems compared with the problems of phasing one out. Although problems were reported for a few long established programs which were related to program review by the graduate college or an insufficient number of graduate students, for none of the programs for which there were returned questionnaires was it reported that program termination was an immediate problem. However, soon after data for this study were collected, one graduate program did confront this problem. Perhaps a few of the professors in programs for which no questionnaires

were returned have also recently faced this problem. There were no responses to issue 21 on relocation of professors from programs that were phased out. It seems likely that in the coming years some graduate programs will be discontinued. This is most likely to occur as part of a general institutional retrenchment. It would be desirable to now consider some ways to recognize the symptoms that indicate that a program termination is likely to occur, to decide whether it is desirable and feasible to prevent this from happening, to know about ways to help prevent a termination if this seems like the thing to do, and to understand ways to facilitate an orderly termination with a minimum of personal hardship if this seems like the best course of action. With the increasing size and visibility of adult and continuing education, it seems unlikely that a graduate program would be phased out in the near future due to low social urgency or lack of jobs for competent graduates. The symptoms of a declining graduate program would seem to be insufficient graduate students, concern by practitioners about program relevance, concern by faculty colleagues about the intellectual rigor of the program, and lack of faculty productivity. If a graduate program is declining and if there are other programs in the region in which the professors can meet the need and if there is low institutional support for the program, it may be best to phase it out. In such an instance, it may be possible for another graduate program in the region to co-sponsor the program during the transition period to facilitate the continuity and to honor the commitment to students. Perhaps in some instances a nearby university without an adult education graduate program will be interested in initiating one, which

would absorb both faculty and students from the program that is being phased out. The prevention of an undesirable termination is probably best accomplished in the long run by finding more satisfactory solutions to the problems related to the other issues covered in this monograph. In the short run, it may be necessary to rally one's strongest allies to make a case for the importance of preserving the program and for strengthening it.

Facilities

The questionnaire contained an item that requested the respondent to describe any other issues, beyond the twenty-two already included in the questionnaire, for which he had recently confronted major specific problems. The only additional issue that was reported was inadequate physical facilities for adult education program personnel, which was mentioned for a new program. After the personnel dramatized the problem to college administrators, the facilities were remodeled.

SUMMARY AND CONCLUSION

This monograph has listed some of the major issues that confront professors of adult and continuing education as they guide the initiation and revision of their graduate programs. It describes some of the problems that professors have confronted and it reports some of the solutions that have seemed useful.

Problems related to the following ten issues were reported for twenty to seventy per cent of the programs. The major problem related to program size, as reflected in the number of professors, was the cross

pressure between the demands of the field and the constraints from the college. For the graduate programs with only one professor of adult education, some of the ways in which a minimum range of faculty competencies were made available to students were enrollment in many out-of-department courses, use of local practitioners as adjunct faculty members, use of outside grant funds for temporary faculty appointments, and cross listing some specialized courses in other departments that supply the instructor because the course serves both departments. For the larger graduate programs, some of the typical solutions to problems related to program size were use of part-time faculty members, setting of restrictions on enrollments, and combining the adult education specialization with one or two others such as higher education or vocational education.

The major problem related to the mix of professorial roles also entailed a tension between demands from the field and constraints by the college. In many institutions, there are expectations that three professorial roles will be performed. One role is that of the research professor from a scholarly discipline such as history or psychology who emphasizes understanding of issues related to his discipline. The second role is that of the clinical professor who emphasizes understanding of professional practice. The third role is performed by professors engaged in the systematic study of adult education who help students to develop a repertoire of effective strategies for alternating between knowledge and action. The major suggested solution was to gain acceptance for at least two or three professors who can perform such a mix of roles. One or two full-time "core" faculty members with graduate

faculty status can arrange for part-time faculty to maintain a balanced mix. This approach can be especially effective if the clinical professors engage in systematic study to learn more from practice.

The major problem related to departmental locations of professors of adult education reflects a conflict between the achievement of high program visibility and coherence, and the maintenance of close ties with specialized faculty competencies in various departments. The major suggested solutions were a joint department, an interdepartmental area committee, informal contacts between persons in various departments who are associated with the graduate program, and contact with a research institute.

There were two main problems related to the specialized courses that should be included in the graduate program. One problem was how many such courses should be offered. The second was the extent to which the courses should deal with the entire field or with segments such as adult basic education or extension education. The specialized courses that are included in most programs include an introductory seminar, adult learning and development, group or organizational behavior, program development, administration, and an advanced seminar for special topics.

The major problem related to course approval was that the efforts of a professor of adult education to expand his course offerings may be frustrated by colleagues in other departments who fear that their "share of the pie" may be diminished. The suggested solutions include prior consultation with those who might object or whose support would be helpful at the time at which the proposal is considered, cross listing

of courses in several departments, and use of a seminar for which the topic can change from term to term.

The two main problems related to the attraction of especially able students were letting potential students know about the program and providing financial assistance such as research assistantships. The major suggested solutions were personal contact for attraction and outside funds for assistantships.

The major problem related to use of courses from other departments was that it is desirable for adult education majors to take external courses; but prerequisites and scheduling limits their accessibility, and their emphasis on theory o the schooling of children limits their relevance. The major suggested solution was to arrange for some able adult education graduate students to enroll in a pertinent course as a way to increase the instructor's interest, familiarity, and commitment to adult education. For some external courses, the professor of adult education can prepare a supplementary unit to aid the student to adapt the course to his interest in adult education.

The major problem related to having the adult education graduate program part of a joint departmental arrangement along with higher or vocational education, was its relative desirability in contrast with alternative arrangements. Compared with being a separate small department of adult education, a joint department tends to broaden the base of faculty competence and interaction with related specializations, but tends to diminish visibility and autonomy. Compared with being a small specialization in a larger department, a joint department tends to increase faculty resources, visibility, and autonomy, but may create administrative

problems for the department chairman such as personnel disputes and rivalries between specializations. Suggestions regarding ways to make a joint departmental arrangement function better include the creation of somewhat autonomous sections for each specialization, reciprocal assistance among specializations, and meetings of professors related to the adult education graduate program including those from other departments to provide additional stability and support for the program.

The major problem related to faculty research was the conflict between university expectations of research productivity and field expectations, often shared by the professor, of direct assistance to practitioners. In the most research-oriented universities, the solution is grantsmanship. In institutions where a major research effort is in conflict with other departmental goals, one solution is a limited research effort with emphasis on research activities that fit best with professional practice.

The major problem related to the chairmen's role in building support was an inadequate understanding of adult education by professors in various departments. Typically administrative support was stronger than faculty support. Two factors that help to increase program support are able students and professors who are very competent in teaching, research, and working with colleagues. Additional factors that help increase support are a favorable number of instructional credit hours per professor, attraction of outside grants, and visible leadership in the field.

For the remaining twelve issues, less than twenty per cent of

the professors reported major specific problems related to the issue. These infrequent issues consisted of initiating the degree program, student's planning role, student organization, instructional methods, non-credit workshops, field contacts, outside consultation, multi-departmental arrangements, differentiation between graduate programs, decisions on college support, program termination, and facilities.

Professors of adult education who start or revise a graduate program face a major challenge. The challenge is to help college administrators and faculty members acquire a sufficient commitment to the societal need for an effective adult education graduate program so that a share of scarce institutional resources will be used to support it.

The recent increase in the number of adult education graduate programs that have been started or revised, provided a major impetus for the preparation of this monograph. The purpose of the monograph was to explore some of the problems that professors of adult education reported from their experience and to describe some of the solutions that they found helpful. It was designed to sensitize professors to some of the issues that they confront so that they can better analyze the problems in their own situation and more effectively resolve them.